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ABSTRACT

Taking the position that the Classical Experimental Evaluation (CEE) Model does not do justice to the process of acquiring information necessary for decision making re planning, programming, implementing, and recycling program activities, this paper presents the Inductive, System-Process (ISP) evaluation model as an alternative to be used in evaluation of Title V rural development programs. Major components of the ISP model are identified as: scenario negotiation (mutual efforts to determine the purpose of the evaluation, search out program goals and criteria, and identify needed evidence for judgment making); evidence collection (derived from the Context, Inputs, Process, Product Model, emphasizing techniques established via scenario negotiation); judgment (description and evaluation of what occurred via the group process approach, encompassing both summative and formative evaluation). Specific Title V evaluation is described as involving judgments about the organizational adequacy of the overall Title V delivery system and/or the attainment of individual Title V project goals/objectives in terms of required judgments, criteria, evidence, and evaluation procedures. Providing a systematic framework for answering specific questions and structuring the evaluation process, the ISP model is presented as a guide for future Title V evaluations. (JC)

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A MODEL FOR EVALUATING DEVELOPMENT PROGRAMS

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A MODEL FOR EVALUATING DEVELOPMENT PROGRAMS

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PREFACE

Section 23.6(a) of Title V requires that each land grant university evaluate the impacts of its Title V program on the development of a specially selected target area. The evaluation of Title V activities is especially challenging because of the unique nature of this Act. Federal administrators and Congress are interested in the ability of land grant universities to bring about changes in rural areas through research (information generation) and extension (information dissemination) activities. Land grant universities are being asked, therefore, to demonstrate whether they have the capability to aid in the development of rural areas as they have in the development of agriculture. The demonstration of such aid is a critical issue in future funding of the Act.

Each of the states is charged with evaluating their own program efforts and with demonstrating their impacts. State administrators have been given minimal resources for conducting programs and practically none for evaluating their efforts. The North Central Regional Center for Rural Development was brought into the Title V program to facilitate the program efforts of the several states in the region. The Center is prepared, therefore, to help with the Title V program by providing funds, consultants, ideas, and training required to successfully complete a Title V program in those states where assistance is needed.

Preparation of this report was supported through Title V funds from the North Central Regional Center for Rural Development and is one effort by the Center to assist state Title V coordinators throughout the region. This report presents a model, which is still being developed and modified, for evaluating the wide range of activities that are part of Title V. Although the details of the model are still evolving, the model should be helpful as a tool that raises certain issues about evaluation, but not necessarily as specifying evaluation techniques that provide all the answers. We have tried to present some issues central to the evaluation process and within the context of Title V programming requirements.

APPROACHES TO EVALUATION

Introduction

In reviewing numerous evaluation models, Steele (1973) observed that much needs to be done in conceptualizing, modeling, and testing program evaluation procedures. To this end, this paper will first explore two major viewpoints on the purpose for evaluation, and a suggested model for evaluating development programs will be developed. Secondly, the issues involved in using the proposed model to evaluate an ongoing program will be reviewed and discussed. Hopefully, through this process, improvements will be made in the conceptualizing, modeling, and testing of evaluation methods suitable for determining the impacts of development type programs.

Limited resources available for social action programs, the growing emphasis of government agencies and citizen groups upon accountability, and limitations in the current development of evaluation models all provide a rationale for the model to be presented.

The Conventional Evaluation Approach

The conventional view of evaluation research defines evaluation as: 1) providing program administrators with accurate information about the consequences of their actions (Caro, 1969), 2) providing the fact-finding procedures for discovering the results of planned social action (Hyman, et al., 1962), and 3) measuring the consequences of goal-oriented action (Griessman, 1969). These definitions of evaluation all focus the evaluation process on goal-attainment. This view of evaluation seeks to determine whether

or not a program has accomplished its objectives, i.e., did the "arrow hit the target." It is commonly assumed in using this model that the "target" (objectives) are clearly specified and unchanging, and that the program "arrow" is unaffected by extraneous variables. Since the use of an experimental design facilitates control of such variables, evaluation research and the Classical Experimental Evaluation Model (CEE Model) often have been linked.

Advantages and Use of the CEE Model

The CEE Model has a number of distinct and important advantages. These are similar to the advantages of the scientific method and include: 1) objective and verifiable data, 2) causal inferences between program inputs and products, and 3) generalizable results. Furthermore, the advantages of the CEE Model permit the elimination of factors other than the program being evaluated as causal explanations of outcomes produced (Hyman, et al., 1962), and they eliminate the tendency to confuse progress in marshalling inputs with the progress toward output targets (USAID, 1972).

In the CEE Model, as in all models, program development and evaluation planning must proceed together to insure that properly measurable program objectives are developed and that an experimental evaluation design is feasible. Normally, collection of data on goal attainment occurs before the program is implemented and after it is completed. Data may be collected, however, at different points during the operation of the program. Where this is done it is intended to insure that changes disruptive to the experimental evaluation design do not occur.

Obstacles to Using the CEE Model

Major obstacles in using the CEE Model generally include: 1) the difficulty (or impossibility) of effectively implementing the CEE Model in some field situations, 2) the need for judgments about the program that are not facilitated through use of a CEE Model, 3) the fact that program objectives may be difficult to define and(or) operationalize, 4) ethical problems in the selection and use of treatment and control groups, 5) lack of control by the researcher over selection of persons into the program, 6) lack of access to program participants in the study population, and 7) difficulty in implementing necessary controls if the program already is underway.

After examining the failure of one evaluation effort that used the CEE Model in an action program, Weiss and Rein (1969) concluded that:

> ...When action programs are more like Model City Planning and less like innoculation with a flu vaccine, an experimental model for evaluating effectiveness is apt to be a mistake.

They found that the CEE effort failed because it did not fit the reality of the social-action program being evaluated. It could not be effectively implemented nor could it meet the information needs of program administrators and decision makers. It would seem that large-scale, social-action programs often may need to be evaluated in ways different from those imposed by use of an experimental design.

Need for Alternatives Foreshadowed

If an evaluation is to be used in determining whether or not a program with clearly specified objectives should be continued, the use of the CEE Model appears appropriate. The CEE Model does not appear to be appropriate,

however, for assisting program administrators and decision makers to manage their activities. The CEE Model would be difficult to use where the program is new or innovative or where the objectives are vague, ambigious, or evolving. If the CEE Model is not equipped to handle these situations, what type of evaluation is appropriate?

An Alternative Evaluation Approach

We take the position that evaluation is not just assessment of goal-attainment but also should include the process of acquiring information necessary for decision making about the planning, programming, implementing, and recycling of program activities. Evaluation should permit a probing of changes in "targets" during the course of program development and identify how effectively the "arrows" or programs are launched and ways they are affected in flight.

As a result of their work, Weiss and Rein (1969) argue for more qualitative and process-oriented evaluation research especially when action programs contain broad aims and assume nonstandarized forms. They advocate a descriptive, inductive, systems-process approach to evaluation research. This approach focuses upon learning what is happening in the program (i.e., what is being done) rather than exclusively focusing on what was expected to happen. Deutscher (1974) emphasizes that programs must be carefully observed to determine what is actually happening--not what proposals or program objectives say is to happen. Thus, rather than necessarily requiring clearly specified program objectives (and the underlying theory of the program) from program administrators before evaluation can occur, the theory on which the program is based, including explicit and implicit objectives, may have to be inductively discerned as part of the evaluation process.

An inductive approach to "process analysis" (what is happening) is a way to avoid a misplaced emphasis upon goal attainment and some of the deficiencies of a CPE Model approach. This approach recognizes that the evaluator is involved in analysis of an outgoing social act--one that is seen as in constant flux and amenable to new definitions. By assuming that things may be changing during the course of a program, the research effort shifts from assessing accomplishment of preordained goals to the discovery of "processual consequences" or to a consideration of "what is happening" (Deutscher, 1974).

Deficiencies in Current Evaluation Model Development

As the view of evaluation has broadened and as deficiencies of the CEE Model are recognized, evaluation approaches have proliferated. This proliferation was triggered when established approaches to evaluation (primarily variants of the CEE Model) were judged inappropriate (Steele, 1975). There is a growing realization that a design for projects with well-defined objectives may be different than where objectives are stated more generally or are emerging as the project unfolds (Brack, 1975). The results of model building to date, however, have not been entirely satisfactory. Numerous approaches to evaluation are useful only when the evaluator practices a form of "pragmatic eclecticism" in utilizing theory. More than 50 different approaches to evaluation have been identified. Most of these evaluation models were designed only for specific field situations. Also, most models define evaluation as concerned with collection of data pertinent to program outputs and generally omit consideration of the processes by which judgments are reached. One deficiency in these several approaches is the failure of many

to deal with value questions involved in evaluation efforts (Steele, 1973). In other words, they have not explicitly identified the major values involved in making judgments nor have they provided procedures for doing so.

A generalized and unifying framework for the conduct of evaluation has not emerged from these diverse approaches to evaluation. These approaches have not led to a comprehensive framework that could be used to effectively guide the evaluation process. A recent exception to this generalization is work by Alkin and Fitz-Gibbon (1975), who developed a general framework for evaluation that serves to identify issues in the evaluation process. They have not, however, integrated this issue evaluation back into a model that treats data-collection needs.

Directions and Needs in Developing Evaluation Models

Steele (1973) notes four important areas that need attention in the development of evaluation models. First, an evaluation model must be able to deal with real-life situations and to make contributions in an everyday environment. Second, there is a need to increase objectivity, but at the same time retain intimate contact with people involved in the evaluation process. Third, more attention should be given to crystallizing unstated assumptions into firm procedures or guidelines. Fourth, more attention should be paid to purposes, rationales, overall approaches, and to outcomes specifically attributable to the evaluation process. The model to be presented is a beginning attempt at developing a model that can meet these evaluation needs. It is, however, only in a developmental stage at this time.

OVERVIEW OF THE INDUCTIVE, SYSTEM-PROCESS EVALUATION (ISP) MODEL

Introduction

Difficulties with the traditional CEE Model, new directions being taken by the numerous non-CEE Models (and their shortcomings), and the shifting definition of evaluation all point up a need for the development of a model more appropriate for program evaluation. There is a real need for an alternative to the CEE Model that is more inductive, systems-oriented, concerned with processes as well as outcomes, and has demonstrated field utility.

An initial outline for such an evaluation model is described below and shown in Diagram 1. Although its several components have received attention in the evaluation literature (e.g., especially Weiss and Rein, 1969; Steele, 1973, 1975; Stufflebeam, 1967, 1968; Alkin, 1969; Moe, 1974; Deutscher, 1974, 1975; Alkin and Fitz-Gibbon, 1975, etc.), they have not been integrated into a comprehensive model. The basic components of the ISP model to be outlined include: 1) negotiating the secenario, 2) evidence collection, and 3) judgments/evaluation. Additionally, it is important to understand the relation between evaluation and the phase in the development of the program being evaluated.

I. Negotiating the Scenario

In "negotiating a scenario," the evaluator must join with various interest groups, practitioners, and administrators in a mutual effort to determine the purpose(s) of the evaluation, to search out program goals and reasonable criteria for assessing them, and to identify the evidence needed in making

sound judgments. This approach is described by Deutscher (1974) in the following manner:

> ...It is desirable for the evaluator to begin to locate what program people are trying to do by watching them do it and listening to them talk about it--in situ! There is a cumulating body of evidence from sociolinguistics that if one listens to people talk about what they are doing while they are doing it, chances of understanding the activity are maximized.
>
> Part of the evaluator's task then is to discover what in fact is being attempted. After watching and listening he will begin to speculate about what is happening and can then begin to engage practitioners or administrators in a dialogue in an effort to negotiate the reality of the situation.

Initial negotiations will directly mold the evaluation process and affect everything that follows. Negotiation will identify the type of information that should be collected, how it should be analyzed, and how it should be reported. Once negotiation of a scenario is complete, the evaluator can move forward in designing and implementing data collection efforts.

Despite the importance placed on negotiating a scenario, systematic procedures and guidelines for accomplishing it have not been developed.

II. Evidence Collection

The next stage in the ISP approach, evidence collection, is derived from the CIPP Evaluation Model (Context, Inputs, Processes, Product) developed by Stufflebeam (1967, 1968) which was modified by Moe (1974), and from the seven-level hierarchy of evidence suggested by Bennett and Nelson (1975). Negotiation of a scenario and the phase of program development are important precussors of the specific types of data to be collected. The CIPP data collection format serves to guide and structure data collection

efforts by suggesting types of evidence that should be obtained, but it does not necessarily specify the techniques to be used in their collection. Techniques appropriate for use in evidence collection efforts should be derived from the negotiation of the scenario, not the reverse.

The "evidence collection" phase should involve evidence related to:

1) Defining the context within which the program is to be pursued, including establishing some base lines or known starting points from which planned attempts to achieve goals and objectives can be measured. This includes inputs, activities, and people that are involved in the program, or involved with the problem in the pre-planning phase. It might also include reactions to the pre-planning state of affairs.

2) Documenting the inputs, the things that are done, the programs and activities initiated and the resources used to bring about change and to achieve goals and objectives. This might appropriately include documentation of resources, activities, and people involved.

3) Documenting the processes or the ways in which programs are implemented. It would detail ways in which planning is done, the decisions made, the communication channels established, the interaction patterns that emerge, the critical incidents that occur, interpretations of and changes in policies, and other features. The same elements and considerations mentioned for documenting the inputs may be involved. Additionally, data may be collected on reactions, changes in knowledge, attitudes, skills and aspirations (KASA changes).

4) Documenting the outputs or the outcomes (effects) of what is done. This may appropriately include consideration of inputs, activities, people involvement, reactions, KASA changes, practice changes, and ultimate results of practice changes.

The CIPP elements provide guidance as to the format and focus of data collection efforts. The model does not customarily require use of an experimental evaluation design. Instead, it serves to isolate important considerations related to the program development process and identifies

types of evidence appropriate for particular data collection efforts. Although it may not be possible, or necessary, to have a complete set of data (evidence) for each of the four CIPP elements identified above, the CIPP format helps in developing an evaluation that is comprehensive and flexible. Finally, the CIPP evidence collection format is flexible enough for use where goals and objectives are not clearly specified or are evolving. The model identifies types of evidence to be collected and facilitiates an inductive approach to evaluation, which makes it more likely that unanticipated consequences of programs will be discerned.

III. Judgments/Evaluation

Once the data has been collected and summarized, the process of setting "value" on the data begins. This phase is central to the evaluation. There are two major facets in examining the results of a program--description and evaluation (Steele, 1975). Description provides evidence of what occurred. Evaluation involves making judgments as to the adequacy of what occurred. Judgments are improved when they are made by comparing evidence (data collected) about the aspect to be judged against criteria of what should exist, or what is valued. Evidence and criteria help in forming sound judgments, but neither constitute judgment.

Community and human resource development are value laden concepts (Beal, 1974). Thus, all development programs and their evaluation are intimately tied to the values of program participants or "stakeholder" groups. Among the issues to be resolved are "Who will make the necessary judgments or evaluation of a development program?" and "How will these judgments be made?"

Several alternatives are available in making judgments about program outcomes (summative evaluation). Advocates who adhere strictly to the classical experimental model of evaluation (e.g., Suchman, 1967; Fermat, 1969; Freeman and Sherwood, 1965; Longest, 1975; Campbell, 1971) argue that conclusions about goal attainment are strengthened when statistical comparisons show that the programs did, or did not, accomplish their stated objectives. This approach cannot be used, however, where objectives are evolving or a CEE Model cannot be implemented.

A more realistic alternative is suggested in Logsdon's (1975) "Group Process Model" of evaluation. Logsdon proposes that judgments (evaluations) be made in group discussions involving researchers, program administrators, and participants. They should collectively review program goals, processes, and evidence related to the programs operation and impacts. Problems or failures along with successes and recommendations should be identified, and value(s) placed on the program and its activities. Through this "group-process" approach to evaluation, a summary document including data and evaluation can be developed for use by administrators and decision makers in planning future programs. The group involved in this process should be fairly small (5-7 persons) to increase manageability and to facilitate interaction. The group process evaluation technique is consistent with the philosophy advanced by other students of evaluation (e.g., Tripodi, et al., 1971; Steele, 1973, 1975).

Evaluation also may occur before the program is completed and the final results known. Interim or formative evaluation is designed to provide immediate feedback for the purpose of altering the ongoing operation of

programs. The focus is usually upon inputs and processes as evidence of expected impacts or results. Evaluation of inputs or processes is normally made in terms of their relevance for results desired or expected. This evaluation is usually an intuitive process; final results are not in, they remain unknown. Formative evaluation of this nature cannot be handled within the format of the CEE Model. Yet, a purpose of many evaluations is to facilitate management and development of ongoing programs. Standardization of procedures for formative evaluations, however, is still needed. These procedures may be similar to those discussed for summative evaluation.

Program Development and Relation to Evaluation

In order to effectively use the ISP model, as described above, it must be placed in the proper program development context. Both Stuffiebeam (1967) and Bennett and Nelson (1975) note the relationship between evaluation processes and program development. Three phases in the program development process may be identified--planning, programming/specification, and implementation. The planning phase is basically concerned with "what to do." Here the concern is with identifying priority problems and ultimate objectives. Programming/specification is the program development phase designed to determine how to utilize resources to meet program goals and objectives. This is a concern with "how to do it." In this phase shorter-term "enabling" objectives are selected. Responsibility for reaching these objectives is accepted by new or existing specialized organizations, and staff for these organizations is recruited and trained. The implementation phase of program development relates to "doing it." This means actually conducting the

program, including contacting additional people to participate in it. The ultimate aims of the program are achieved through implementation.

In evaluating any program, it is important to identify which phase of the program is being evaluated and which phase the program is in when the evaluation occurs. This provides clarification of the program issues and concerns that can be appropriately dealt with in the evaluation since the program has a different focus for each phase. Also, the emphasis of the program phase provides directions for evidence collection. Clearly, any evaluation effort must be placed in, and be operationalized within, the context of one of the three program development phases. The general outline of the process involved in evaluating each program development phase, however, need not vary from one phase to the next. Evaluation efforts should, ideally, be developed simultaneously with the program. Not only would a fuller evaluation of all stages of the program development be possible, but the quality would be enhanced as well.

The Reality of the Evaluation Context

The reality of the evaluation situation is typically less than ideal, especially with most large-scale federally supported development programs. Development programs (or many of their individual projects and activities) typically have progressed through several of the initial program development phases before any serious attention is given to evaluation. Where the need (or requirements) exists for "local" participation and coordination with other institutions and agencies, program development that is less than ideal tends to occur frequently. Program planning in such cases usually takes

place in a very short time period. Thus, the development of objectives and strategies is necessarily general or vague. Initial concern is with getting the program going (e.g., funded and implemented). It is only after program implementation has begun that attention is turned to evaluation. The resulting negotiations that occur will tend to be rather limited. The same is true for the data collection efforts. Adequate attention and data collection efforts often cannot be given to all four elements of the CIPP format. An evaluation can, however, still be conducted even though it may be limited. Limitations will be clear, but following the ISP approach will still allow the best possible evaluation within the existing circumstances, and it is better than no attempt at systematic evaluation. Evaluation situations that diverge from the "ideal" cannot be ignored by the social scientist.

TITLE V EVALUATION

Introduction

The ISP model previously discussed is being developed and applied in the evaluation of rural development activities in Iowa sponsored under Title V of the Rural Development Act of 1972. We feel the proposed ISP model can be used in developing an evaluation process for many different types of development programs. The purpose of this section is to develop and present some of the major issues and concerns involved in the evaluation of a state-level Title V program. These issues and concerns for Title V relate to five of the six elements in negotiating the scenario and could provide a beginning point for negotiating the evaluation scenario in different types of development programs.

Overview of Title V

The purpose of Title V, as specified in the Rural Development Act of 1972, is to support programs or rural development so as "to encourage and foster a balanced national development that provides opportunities for increased numbers of Americans to work and enjoy a high quality of life throughout the nation...." The primary objectives of Title V are:

1) to encourage and foster a balanced national development that provides opportunities for increased numbers of Americans to work and enjoy a high quality of life dispersed throughout our nation by providing the essential programs of rural development;

2) to provide...[those] involved with public services and investments in rural areas or that provide or may provide employment in these areas the best available scientific, technical, economic, organizational, environmental, and management information and knowledge useful to them, and to assist and encourage them, in the interpretation and application of this information to practical problems and needs in rural development;

3) to provide research and investigations in all fields that have as their purpose the development of useful knowledge and information to assist those planning, carrying out, managing, or investing in facilities, services, business, or other enterprises, public and private, that may contribute to rural development;

4) to enhance the capabilities of colleges and universities to perform the vital public service roles of research, transfer, and practical application of knowledge in support of rural development; and

5) to expand research on innovative approaches to small farm management and technology and extend training and technical assistance to small farmers so that they may fully utilize the best knowledge on sound economic approaches to small farm operations. (This last objective has not been funded by the Congress.)

Within these objectives, it is clearly stated that their attainment rests upon a program for "rural development." What is "rural development"? What

activities and projects of the Title V program are consistent with "rural development," and should therefore be contributing to attainment of the above objectives? As defined in Title V, rural development includes:

1) the planning, financing, and development of facilities and services in rural areas that contribute to making these areas desirable places in which to live and make private and business investments;

2) the planning, development, the expansion of business and industry in rural areas to provide increased employment and income;

3) the planning, development, conservation, and use of land, water, and other natural resources of rural areas to maintain or or enhance the quality of the environment for people and business in rural areas; and

4) the processes and procedures that have said objectives as their major purposes.

This specification of objectives and activities that are appropriate for inclusion in a state's Title V program can be used as a guide for developing and(or) examining the Title V program and its related activities. Title V also states that each state's program "...must include research and extension activities directed toward identification of programs which are likely to have the greatest impact upon accomplishing the objectives of rural development in both the short and longer term." This suggests that while each state's immediate Title V objectives may differ somewhat from those objectives stated in RDA 1972, they should be consistent with the larger Title V objectives and be such that the state objectives will contribute or lead to attainment of the larger objectives of Title V.

Purpose of Title V Evaluation

Evaluation of the Title V program and its related activities is ongoing. Section 23.6(a) of the Title V Regulations requires that each state provide for evaluation of the impact of its program activities upon rural development. The general purpose of all Title V evaluation efforts is to aid decision makers and administrators at federal, state, and local levels in designing, administering, and conducting current and future rural development programs.

Judgments desired with respect to Title V and the criteria suggested for use from the federal level imply interest in a two-level evaluation. One level of the evaluation (organizational evaluation) centers upon making judgments about the organizational adequacy of the overall Title V delivery system. The second level of evaluation (project evaluation) is to focus upon the attainment of the goals and objectives of individual Title V activities.

Diagram 2 shows the relation and emphasis of the required evaluations for each program development phase for Title V. Each cell represents an evaluation that could be conducted. When evaluation is not included in the development of Title V activities and because the Title V program is still in process, evaluation must focus on the programming/specification and implementation cells. When the individual Title V projects are in different stages of development, the full evaluation model cannot be applied to all projects. The intent, however, is to evaluate each project for as many stages as possible.

Organizational Evaluation: Judgments Required

With respect to the overall Title V program, officials at the federal level have identified three elements of the overall organization of the Title

V program about which judgments are required. These are: 1) the organizational adequacy of the delivery system, 2) organizational involvements (kind and extent), and 3) the nature of relationships between organizations (utilization of resources). The latter two elements are really processes involved in shaping the organization of the Title V delivery system. The major focus, then, is upon the organizational adequacy and operation of the Title V delivery system. This emphasis is consistent with the fourth objective of Title V stated in the Rural Development Act of 1972.

Organizational Evaluation: Criteria

The basic judgments to be made in the organizational evaluation relate to the organizational adequacy and operation of the delivery system. Federal level administrators ask that these judgments be made in terms of the undefined criteria of "usefulness" and "effectiveness." What this means is that some conceptualization of "usefulness" and "effectiveness" must be agreed upon by the various participants in the Title V delivery system. This will require dialogue and interaction between various groups to negotiate acceptable criteria for evaluating the "usefulness" and(or) "effectiveness" for the organization of the Title V delivery system. Some possible criteria for evaluating the organizational adequacy of the Title V delivery system might be:

1) Significance - Whether or not the organization of the delivery system is worthwhile when conditions (inputs, situation, context, etc.) are considered.

2) Effectiveness in terms of intent - The degree to which the organization of the delivery system approximates the intent of state level objectives.

3) Effectiveness in terms of mission - The degree to which the developed delivery system contributes to the mission of Title V.

4) Responsiveness - The degree to which the delivery system is meeting the needs of those it is serving.

5) Equity - The degree to which the delivery system is meeting the needs of selected groups or clients more than of others.

Organizational Evaluation: Evidence

Data collection efforts for the organizational evaluation should center upon variables relating to: 1) the organization of the Title V delivery system and the involvements and relationships related to it, and 2) the criteria developed for use in the evaluation. The major source of data may be the actors in the Title V delivery system. These actors in the Title V delivery system might include: 1) project directors for each major individual project funded, 2) members of the state Rural Development Advisory Council, 3) members of any local Rural Development Advisory Council, 4) local elected officials, 5) non-Title V agency or organizational personnel involved in activities contributing to Title V rural development activities, and 6) members of the local extension staff.

Data collection may occur through a number of techniques. For an ongoing development program, data collection efforts might appropriately include:

1) a survey (questionnaire and(or) interview) of the major actors of the Title V system,

2) monitoring procedures whereby Title V personnel provide certain information to the evaluator on a periodic basis, and

3) the evaluator's observations of ongoing activities and efforts.

it should be noted that monitoring procedures and the evaluator's observations may be equally applicable to project data collection efforts.

Organizational Evaluation: Procedures for Making Judgments

An evaluation committee composed of representatives of various interests involved in Title V may be used to further complete the "negotiation of the scenario." This same committee also may function in the making of final judgments about the Title V organization after data collection is complete. The actual organization, composition, and operation of such an evaluation committee in making judgments about the organizational adequacy of Title V needs to be negotiated before evaluation efforts begin.

Project Evaluations: Judgments Required

Whereas the organizational evaluation focuses upon the organizational adequacy of the delivery system, the evaluation of individual projects focuses upon judgments about the attainment of project goals. The emphasis upon project goals and objectives follows from a concern at the federal level with: 1) evaluating the progress toward achieving objectives stated in the Annual Plans of Work, and 2) determining the degree to which specific needs and problems have been identified, addressed, and affected.

Project Evaluation: Criteria

The minimum basic criterion to be used in evaluating individual projects should relate to the attainment of project goals. Other criteria may be added where appropriate by project directors, Title V administrators, or the evaluator. Some other possible criteria may be:

1) Adequacy of performance - when the performance is compared to the total need.

2) Impact - the strength of the project and(or) activity influence upon exposed individuals.

3) Significance - whether or not the results produced are worthwhile when conditions (inputs, situation, context, etc.) are considered.

4) Effectiveness in terms of intent - the degree to which performance approximates the intent of the project and(or) activity goals and objectives.

5) Effectiveness in terms of mission - the extent to which the project activities contribute to the mission of Title V (rural development -goals and objectives related to).

6) Responsiveness - whether or not the project is meeting the needs of those it is serving.

7) Equity - whether or not the project is meeting the needs of some groups or clients more than others.

Project Evaluations: Evidence

The evidence to be used in evaluating individual Title V projects necessarily will vary from project to project. The evidence should be appropriate to the goals of the individual project. Although some data may be collected for certain individual projects through the data collection procedures outlined for the organizational evaluation, additional data specifically related to each project's activities may need to be collected. This may not be equally possible or feasible in all cases. Development of data collection efforts for projects rests with the evaluator, but must be coordinated and negotiated with the individual project director to insure that project activities are not disrupted or adversely affected.

The Title V evaluator should have major responsiblity for constructing evaluation data collection instruments and initial summarization and analysis

of data collected. Project personnel, however, may be responsible in some cases for actually collecting the data as a part of their project operation. The project personnel also may be responsible for identifying participants, and should assist the evaluator with construction of any evaluation instruments to be used.

In short, the conduct of project evaluations should be a cooperative activity between the evaluator and the project director. Evaluation becomes more meaningful when enriched by the knowledge and understanding that project personnel have of their activities and clients.

Project Evaluations: Procedures for Making Judgments

As in making judgments for the organizational evaluation, judgments about individual projects may be made by an evaluation committee. The same evaluation committee could be used, or a separate committee formed for each project to be evaluated.

GUIDING AND IMPLEMENTING THE EVALUATION PROCESS: SUMMARY/CONCLUSION

In order to satisfactorily develop and implement the evaluation process for Title V Rural Development programs, a number of major questions or issues must be addressed. These are:

1) What phases of the Title V program can be evaluated?

2) What is the purpose of the evaluation?

3) What is the role of the evaluator? What is his relation to program administrators?

4) What crucial judgments must be made to complete the purpose? How will these judgments be made? By whom will these judgments be made?

5) What criteria are germane to those judgments?

6) What type of evidence is needed? How "pure" must it be?

7) What are the most efficient sources of such evidence?

8) How are the data collected and the judgments made to be reported?

The negotiation of answers for these questions will structure the actual conduct of the evaluation and the data collection activities related to it. Once the data collection efforts have been completed, the following questions must be addressed in order to complete the evaluation process.

1) How does the evidence compare with the criteria?

2) What are the resultant judgments?

3) What do the judgments mean in terms of the purposes of the evaluation?

4) What will recommendations or decisions based on those judgments mean to those involved? How is the evaluation and(or) recommendations to be reported?

The ISP Model provides a systematic framework for answering these questions and structuring the evaluation process. Although specific procedures and techniques used may differ from state to state, the general issues and guiding principles for the evaluation are the same. These must be addressed systematically and as a whole. Their effect upon each other must be explicitly understood.

INDUCTIVE SYSTEMS-PROCESS EVALUATION FRAMEWORK (ISP MODEL)

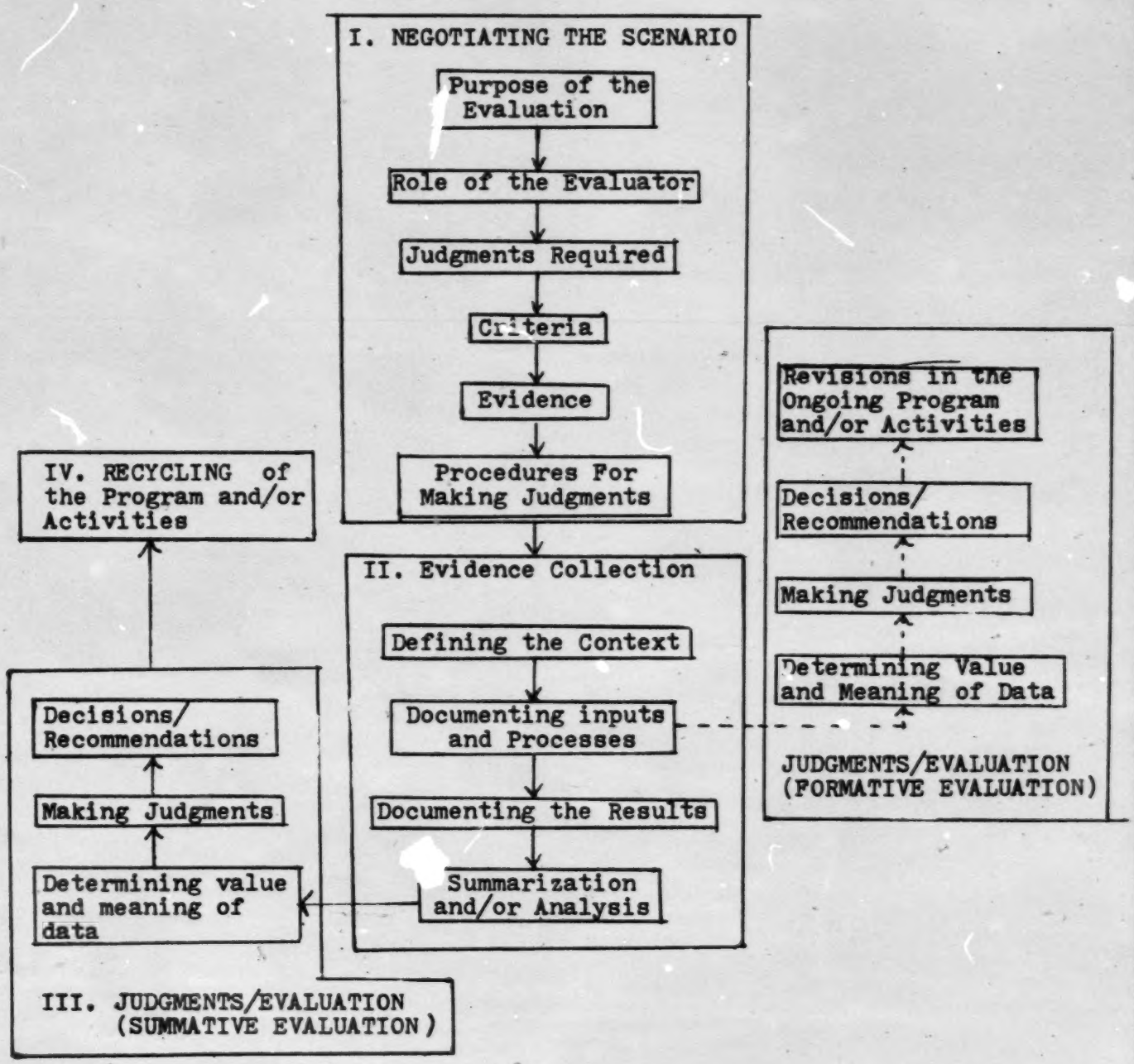

Diagram 1

RELATION OF TITLE V PROGRAM DEVELOPMENT PHASES TO THE EVALUATION OF TITLE V

	Title V Organizational Evaluation	Title V Project Evaluation
I. Planning	(1) Federal objectives--operation of the Title V system . . . . . (n) **State Title V objectives**	(1) Federal objectives--what is to be accomplished in rural development by the system . . . . . (n) Project objectives
II. Programming/ Specification	(1) Organization of Title V delivery system to meet state objective (inputs and processes) . . . . . (n) Title V organizational system (results)	(1) Organizational development of project activities and efforts to meet project objectives (inputs and processes) . . . . . (n) Project organization and operating procedures (results)
III. Implementation	(1) Operation of the organizational delivery system through time (inputs and processes) . . . . . (n) Changes in delivery system and/or its operation (results--"effectiveness and usefulness")	(1) Operation of project organization and activities through time (inputs and processes) . . . . . (n) Impact of project activities and attainment of objectives-Title V and project (results)

Diagram 2

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